

A Planning Tool to Estimate Cost Savings Generated by a Mental Health/Jail Diversion Initiative

Beta Test Site Application

Due Date: August 18, 2006

Purpose

The GAINS TAPA Center for Jail Diversion (TAPA) and the Human Services Research Institute (HSRI) are soliciting applications from jurisdictions interested in pilot testing the HSRI Mental Health/Jail Diversion Cost Simulation Planning Tool. This computerized model projects the per person costs and the effectiveness of implementing a mental health jail diversion program planned by the local jurisdiction. The model is a strategic planning tool intended to provide program planners and stakeholders with information for prioritizing and choosing options for jail diversion programs and planning resource allocation strategies.

Costs and Logistics

There is no fee for the jurisdiction chosen as the beta test site. The TAPA Center will pay all costs associated with conference calls and sponsoring partner organizations' consultant time and travel. Note that no funds will be disbursed to the selected jurisdiction.

About the HSRI Mental Health/Jail Diversion Cost Simulation Planning Tool

HSRI developed this planning tool with support from the Substance Abuse and Mental Health Services Administration (SAMHSA) / Center for Mental Health Services (CMHS). HSRI adapted this mental health jail diversion planning tool from its general mental health system simulation model, which has been used in state mental health authority system planning and in other contexts. This initiative builds on TAPA's work in the area of fiscal implications of people with mental illness in the criminal justice system.

The sponsoring partner organizations (TAPA and HSRI) will choose one jurisdiction currently planning a post-booking jail diversion program to serve as a beta test site for the planning tool. HSRI, TAPA, and the Council of State Governments Criminal Justice/Mental Health Consensus Project previously tested this tool in Chester County, PA. The purpose of the beta test is to further refine the model.

This model compares the costs for individuals diverted from jail to community-based mental health services to the costs for the same individuals who get mental health services typically offered in jail and usual criminal justice processing. The

type of jail diversion program, the target population, and other key inputs to the model, are determined by the local jurisdiction in consultation with the sponsoring partner organization consultants.

The inputs to the model include the following: mental health status/functional level of potential participants; mental health and substance abuse service needs by functional level; service options; unit costs for mental health and criminal justice services; and probable service impacts. In general, these data are obtained from local data sources, such as criminal justice and mental health agency management information systems, databases, or files; published reports; and/or data collected by jail or other staff persons using a data collection form developed specifically for use with the planning tool.

The results from the simulation model compare diverted and not diverted groups on several key variables, including:

- Jail days
- Functional level improvement
- Cost by system for services (mental health/substance abuse system and to the criminal justice system, including jail, probation, parole, police and court)
- Cost of recidivism

The model produces additional outputs that can be helpful in comparing the diverted and not diverted groups, in addition to planning a system of care for jail diversion program participants, including:

- Hospital days
- Emergency room use
- Units and costs for all services
- Total monthly costs (which may factor in reimbursement from sources such as Medicaid)

Through comparing outputs for diverted and not diverted groups, the model directly addresses whether there are individual-level savings or cohort savings. Comparing cohort data helps in determining whether diverting a particular group of individuals will provide savings compared to the costs if that group was not diverted. Planners can use information on individual-level savings to make decisions about how to use existing resources/funds differently (e.g. use jail beds instead for higher-risk individuals who represent a threat to community safety).

On the other hand, the model does not directly address current public systems-level savings (such as those resulting from closed wings, phasing out of services, and reduction in staff, etc.), or future public systems-level savings (such as avoidance of prison construction costs). It would only be possible to assess current and future public systems-level savings with jail population projections, which is beyond the scope of this model.

Value of the Planning Tool

The planning tool has many benefits and uses:

- Allows planners to calculate potential fiscal implications and outcomes of different jail diversion strategies, target populations and service packages. The process of doing so encourages the planning group to consider a broad array of issues and build consensus among the group prior to implementing a particular jail diversion model.
- Adds credibility to the planning process by providing numbers (outputs) to compare the implications of different strategies.
- Provides information on the upfront investment needed to fund a jail diversion program and projections about when those costs may be offset.

This tool helps program planners engage in meaningful planning with the goal of designing and implementing quality and cost-effective jail diversion programs that are tailored to the needs of the community.

The selected jurisdiction will also benefit from the experts from TAPA and HSRI. Their staff will help the selected jurisdiction determine what data are needed as model inputs and how they can be obtained; provide training on data collection; provide guidance in considering array of options for target population, jail diversion model and service packages; enter data and run the model; and reports results and discuss policy implications.

Criteria for Applicants

The sponsoring partner organizations are seeking applications from jurisdictions that meet the following criteria:

- Has an average daily population at its local jail in excess of 750 people;
- Currently is planning a new post-booking jail diversion program for people with mental illness or an expansion upon an existing post-booking jail diversion program.¹
- Are willing to work with sponsoring partner organizations' consultants to determine model inputs and collect required data (e.g. information on jail admissions, and criminal justice and mental health and substance abuse services costs).
- Assemble a working group to be co-chaired by a representative from the criminal justice agency relevant to the type of jail diversion model proposed (e.g. municipal or county jails, community corrections agencies, local criminal court) and a representative from the local public mental

¹ These are programs with dedicated staff who identify individuals with mental illness admitted to jail or police lock-up and arrange linkages to community-based services and supports. Post-booking jail diversion programs include mental health courts as well as models that use regular criminal court dockets. Post-booking jail diversion programs result in reduced jail time (pre-trial jail time and/or jail sentences) on the current offense, or in avoidance of jail or reduced jail time for probation violations

- health agency. The working group should comprise individuals representing various systems and perspectives (e.g. county or state legislators/executives, judges, probation officers, mental health and substance abuse service providers, consumer representatives, housing providers, etc.), who are involved in planning the jail diversion program and committed to the process of working with sponsoring partner organizations to test the simulation planning tool over a 4-6 month period.
- Obtain endorsement of application from the director or head of the relevant criminal justice agency, the director or head of the local public mental health agency, and a county or state legislator or executive invested in criminal justice/mental health issues.
 - The working group must be willing to participate in, or coordinate, the following activities:
 - Conference calls, as necessary, with sponsoring partner organizations
 - Visits to the jurisdiction/on-site meetings with consultants as necessary
 - Data collection training
 - Data collection
 - Consensus panel of local experts to plan mental health and substance abuse services

In addition, the working group must be willing to participate in follow-up activities to study the usefulness of the model to the planning process and the accuracy of the simulation model assumptions and projections. This will likely occur 6 months following jail diversion program implementation and will involve data collection, conference calls and/or on-site visits.

Timeframe

Applications are due on August 18, 2006. Applicants will be notified by September 8, 2006 if they are selected as the beta test site. All applications will be acknowledged. The TAPA Center plans to begin work with the selected site in September 2006. The duration of the project is expected to be approximately 4-6 months.

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Beta Test Site Application Questions

Due Date: August 18, 2006

****Only completed applications with the required signatures will be considered.****

Jurisdiction: _____

Name of Person Completing This Form:	
Title:	
Address:	
City, County, State, Zip Code:	
Telephone:	
Fax:	
Email Address:	

Jail Diversion Planning Efforts

1. Please describe planning efforts to date to implement a jail diversion program in your community.

a. What is the expected timeframe for implementing jail diversion?

b. Has a designated jail diversion planning committee/task force been meeting?

- If “yes”, how often? Since when? Who comprises/chairs this committee?
 - c. Has any funding been designated for jail diversion planning and/or implementation?
 - d. What major obstacles to implementing jail diversion have been encountered? How have they been addressed?
2. Please describe the jail diversion program models you are considering.
3. Please describe the target population you are considering for jail diversion, (e.g. mental health/substance abuse criteria, acceptable criminal charges, criminal history, catchment area, etc.)

Characteristics of community/ systems
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4. What is today's daily jail count? _____
5. How many bookings are there into the jail each year? _____
6. Please describe any additional collaborative efforts among mental health, substance abuse, and criminal justice systems undertaken in your community to better serve adults with mental illness/co-occurring disorders in contact with the criminal justice system.

Access to Data

7. Please indicate whether you collect, or have access to, the following types of data. Place a checkmark by the most appropriate option for each type of data: immediate access, data is obtainable, access unlikely. For each type of data please also indicate the data source (i.e. name of agency and how information is stored, e.g. Management Information System, files).

Data Element	Immediate Access	Obtain- able	Access Unlikely	Data Source
Information on people with mental illness entering jail (jail admissions)				
• Daily/weekly/monthly count of people with mental illness entering the jail				
• Criminal charges for people with mental illness entering the jail				
• Criminal history for people with mental illness entering the jail				
• Functional level assessment for people with mental illness entering jail (please include description of instrument and how often administered)				
• Current/past involvement with local public behavioral health system of people with mental illness entering jail				
• Medical assistance status/history at intake				
• Housing status at intake and exit from jail				
Criminal justice data/costs				
• Cost of police time for average arrest				
• Avg. court costs by offense				
• Cost of jail day-all detainees				
• Cost of jail day- mental health unit				
• Cost of day of probation				
• Avg. length of stay by offense for general population				
• Avg. length of stay by offense for mental health population				
Service costs				
• Unit costs of community mental health and substance abuse services				

Interest in the Simulation Planning Tool

8. Why are you interested in the Mental Health Jail Diversion Cost Simulation Planning Tool?

Co-Chairs of Simulation Model Working Group

Applicants must designate a representative from a relevant criminal justice agency and from the local public mental health agency to serve as co-chairs for the working group. The choice of these representatives and the application submission must be endorsed by the chief executive officer from each agency. The TAPA Center will return as “incomplete” any application forms that do not have the endorsement of the chief executive officer of the agency (e.g. Commissioner, Executive Director, Sheriff).

Name of Criminal Justice Agency Representative:	
Title:	
Years in Position:	
Address:	
City, County, State, Zip Code:	
Telephone:	
Fax:	
Email Address:	

Signature of criminal justice agency chief executive officer:

I support the submission of this application and the designation of the above-mentioned individual to serve as co-chair of the simulation model working group.

Title: _____ Date: _____

Telephone: () _____ Email: _____

Name of Local Public Mental Health Agency Representative:	
Title:	
Years in Position:	
Address:	
City, County, State, Zip Code:	
Telephone:	
Fax:	
Email Address:	

Signature of local public mental health agency chief executive officer:

I support the submission of this application and the designation of the above-mentioned individual to serve as co-chair of the simulation model working group.

Title: _____ Date: _____

Telephone: () _____ Email: _____

Signature of county or state legislator/executive:

I support the submission of this application.

Title: _____ Date: _____

Telephone: () _____ Email: _____

Please return this application by email, fax or mail by August 18, 2006 to:

**ATTN: Brian Case
GAINS TAPA Center for Jail Diversion
Policy Research, Inc.
345 Delaware Avenue
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Phone: 866-518-8272
Fax: 518-439-7612
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